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PUBLIC PARTICIPATION IN MASSACHUSETTS COASTAL ZONE MANAGEMENT

INTRODUCTION

When President Carter wanted to attend a typical town meeting he came to Massachusetts. Town meetings have been held in Massachusetts for over three-hundred years to insure citizen participation in local affairs. Citizens at town meetings vote on town finances, the funding of staff, and set overall town priorities for the year. It is in this context that Massachusetts CZM developed its public participation and information program.

For example, to underscore the importance, concern, and trust CZM placed on public participation, Massachusetts Governor Michael S. Dukakis presented the Massachusetts Coastal Zone Management Preview--A Preliminary Program for Public Review to the citizenry of the Commonwealth on December 16, 1976. This publication and presentation in the auditorium of the New England Aquarium represented two years of governmental work, and the mid-point in Massachusetts CZM's public participation/information effort. Present in the audience were some two hundred people -- members of the Governor's Task Force on Coastal Resources, members of CZM Citizen Advisory Committees, representatives of all levels of government, dozens of affiliated and non-affiliated citizens interested in coastal resource related issues, and representatives of the electronic and print media. The audience was present to share in the public unveiling of a "pre-draft plan" that developed and improved with the knowledge, help and experience of literally thousands of volunteers over the thirty month CZM planning period. Over 1500 copies of the Preview Summary were distributed. The very notion of a Program Preview -- a pre-draft plan for public comment and review prior to the preparation of a CZM Plan -- builds upon the town meeting concept.

Public participation, as it developed in Massachusetts, was a part of the planning process, not separated from it. Planning decisions, planning concepts and choosing among management alternatives were all public activities.

The goal was to improve the plan by making program development a public process. Citizens and officials throughout Massachusetts were asked to lend their experience, knowledge, and concern to Massachusetts CZM. This philosophy required an honest commitment to listen and respond to ideas, suggestions and criticism from the public. The CZM staff recognized that public participation did not mean public co-optation but public involvement. However, the staff recognized that all opinions could not be incorporated into CZM policies. The public participation program provided a forum and an opportunity to hear, learn, and respond to citizens and officials. The very nature of CZM planning is one of balancing conflicting and competing demands. Some conflicts could not be resolved. At times, decisions were made by concensus; at other times, when CZM staff and citizens disagreed, lines of communication were kept open and issues talked out.

In the process of improving the plan, the public participation program also tried to educate the public; provide the public with an opportunity to express varied and divergent viewpoints; solicit and determine public acceptance of various alternatives; provide for conflict resolution; and establish avenues for collecting valuable information and insight.

Public information and education played an important role in the success of the public participation program. This theme will be expanded further on in the appendix.

Massachusetts CZM had many publics, each with different needs and concerns. Different participation processes were needed for these publics. Some public participants were active, and enjoyed attending meetings, talking, working and writing. Other participants were passive, and included people who stayed involved by staying informed; or people who choose to become involved only after a total plan was proposed. Some participants were affiliated group members, others were not. Interests or needs not represented were solicited and included.

The Massachusetts public participation program therefore had many concommitant and mutually supportive activities and organizations. The Governor's Task Force on Coastal Resources served as CZM's first level of public participation and its Board of Directors. Large public meetings were held during the planning period. CZM Citizen Advisory Committees (CAC) were organized in the coastal regions. The Office of State Planning formed local Growth Policy Committees in all 87 of the original coastal cities and towns. Town-by-town and interest-user group meetings were held. Finally, to provide one more level of information concerning public needs, a statistically valid public opinion survey of roughly 1000 coastal residents was conducted.

THE GOVERNOR'S TASK FORCE ON COASTAL RESOURCES

In January 1974, the Governor appointed a Task Force on Coastal Resources to work with the Secretary of Environmental Affairs in preparing the state's first application for Section 305 funding under the federal Coastal Zone Management Act of 1972 (PL 92-583). The 42 member volunteer Task Force included three members of the State Senate, four members of the House, a member of the Attorney General's Office, four cabinet secretaries, mayors, selectmen , bankers, planners, fishermen, and respresentatives of universities, utilities, businesses, chambers of commerce, the Massachusetts League of Cities and Towns, regional planning agencies, environmental, recreation, and civic interests. (See exhibit A for a list of Task Force members.)

Through the Governor's Task Force on Coastal Resources in general and the Task Force committee on public participation in particular, the CZM staff received a mandate to include public participation in every phase of the planning program. The Task Force wanted to develop a constituency based upon continuous public involvement and understanding. Roughly a quarter to a third of the annual CZM budget was directed to public participation/information. More than providing financial and

moral leadership however, the Task Force was an invaluable working body. For its first year and a half the Task Force met monthly (total of 18 meetings). In June, 1975, the Task Force reorganized, decided to meet quarterly as a whole, and put the majority of its effort into committee meetings. All totalled, the Task Force has met 25 times, and held three workshops (see Exhibit B for dates of Task Force meetings).

The Task Force had six committees; planning, public participation, laws and management, OCS/energy facilities, coastal review center, and a policy steering committee. The latter committee, consisting of the chairmen of the five other committees, guided the activities of the Task Force. The committees of the Task Force generally met once a month. However, during intense work periods, such as the six weeks prior to completion of the Program Preview, committees met weekly or every two weeks. Roughly speaking the Planning Committee met 40 times, public participation 34, OCS/energy facilities 15, coastal review center 15, laws and management system 20, and policy steering committee 25.

Each Task Force member was a member of at least one committee. Committee chairmen drew upon non-Task Force members as well to add balance and expertise to the operations of the committee (see Exhibit C for a list of committee membership).

The Task Force was a broad-based, continuous, state-wide advisory and review board. The Task Force was able to work out major areas of conflict among competing demands. The Task Force established the goals and objectives of the Massachusetts CZM program and set priorities for staff planning activities.

Task Force members represented all age groups, a mix of educational and financial backgrounds, and were drawn from all geographic areas of the coastal zone, plus inland representation.

The Task Force and its committees met several vital needs:

--The Task Force reviewed alternative management systems, and concluded that Massachusetts had substantial legal and administrative authority to implement its policies and program.

--The Task Force provided direction in setting priorities for uses, areas and activities in the Massachusetts coastal zone. The Task Force debated the economic, social and environmental trade-offs necessary in making decisions on priority and permissible activities.

--The Task Force intervened where necessary to protect the values and needs of inland and urban residents of the Commonwealth.

--The Task Force members intervened on the local and regional level when state vs. local issues developed.

--The Task Force established mechanisms to resolve conflicts, such as in setting policies on energy facility siting in the coastal zone.

--The Task Force reviewed and approved specific recommendations of the New England River Basin Commission's Southeast New England

Study (SENE) for incorporation into CZM Planning.

No area of state CZM activities was outside the purview of the Task Force. The Task Force reviewed annual "305" program development applications and budgets. Some Task Force members made public speeches about the CZM program and followed local and regional CZM activities. Special studies were intiated at the Task Force's request.

Many of these activities occurred at the monthly/quarterly meeting of the Task Force. The bulk of the subject-specific work took place at the monthly meetings of the committees of the Task Force. Each committee had a mandate:

Planning: to set overall CZM planning policy and priorities, to critique staff planning reports, data and maps; to assist in establishing planning methodology; to resolve conflicts when necessary; to oversee planning contracts and products with non-staff consultants such as regional planning agencies and the University of Massachusetts (Amherst) Institute for Man and Environment.

Public Participation: to set overall public participation and information policy and priorities; to ensure that all socio-economic, political and geographic areas are equally and fairly represented in the CZM program; to ensure a viable participation and information program including mechanisms for two-way communication; to review, critique and approve staff initiated participation/information projects; to initiate participation/information programs; to oversee contracts for services such as survey research and printing.

Laws and Management System: to work with the CZM staff evaluating alternative management systems, the adequacy of various authorities, and options and opportunities for overall management; to set legal priorities for the CZM program; to review and critique staff efforts and products; to assist in the preparation of legal documents; to oversee outside contractors such as Boston University Law School; to suggest areas for further legal research.

OCS/Energy Facilities: to work with the CZM staff in setting overall state CZM policy on outer continental shelf oil and gas exploration and potential development; to critique and review staff reports and actions in the OCS area; to suggest methodology and activities for OCS policy development; to ensure that the public's voice be heard; to analyze, critique and review staff efforts pertaining to energy facility siting; to serve as a forum for discussion and conflict resolution on energy facility siting issues.

Coastal Review Center: to provide overall guidance and priority setting to the section of the CZM program that deals with short term coastal problems and brings a scientific perspective to coastal resource problem solving; to review staff progress on projects; to review and critique staff reports; to help identify problem areas for staff research.

Policy Steering Committee: staffed by the director of the CZM program, and consisting of the chairmen from the five committees plus several Task Force members, this committee set overall policy for the CZM program, for the Task Force, and for the other committees of the Task Force; reviewed the annual program budget and application; served as a forum to resolve conflicts among committees; set the agenda for the quarterly Task Force meetings.

PUBLIC MEETINGS

Large, well publicized general public meetings play an important part in any public participation effort. They provide a public forum where citizens and officials can describe problems and issues, and they help establish a dialogue. Public meetings serve a safety valve function.

Massachusetts CZM embarked on a public meeting series in its earliest months. Too often, public opinion and involvement with state plans develop in reaction against an established program rather than contributing to the successful evolution of that program. Massachusetts CZM turned to citizens to help develop the program step-by-step.

Public meetings were especially important because Massachusetts CZM staff members heard the problems of citizens and locales, learned of past failures and inadequacies by federal, state and local government, and better understood the values and needs of the citizens present.

The questions posed by citizens and officials at public meetings were important indicators for areas of CZM research and planning. The contacts at public meetings helped CZM planners to think about people and their problems while developing future policy. The relationship between citizens and CZM planners served to improve the overall CZM efforts.

Press coverage was important to the public participation effort to inform people who were not present at the meetings.

CZM found that direct mail invitations and phone calls encouraged people to attend public meetings. These devices personalized the meeting. Of citizens polled at meetings, about 85% heard about or attended the meeting as a result of direct mail invitations or phone calls.

Each phase of the planning program centered around public meetings. The original 87 cities and towns in the Massachusetts coastal zone were broken down into ten sub-areas for purposes of organizing public participation and planning. The break down was based on geographic, political and social boundaries. A series of three large meetings was scheduled for each of the ten areas. Two sets of meetings have concluded, and the third set is planned for July-September 1977.

Prior to the first series of meetings, the CZM public information staff began making contact with established political, special interest, and community groups, to explain Massachusett's CZM and solicit their participation and interest. On Cape Cod, for example, CZM staff members met with the executive board of the Association for the Preservation of Cape Cod, the head of the Cape Cod Board of Realtors, the editor of the Cape Cod Standard Times, the Cape Cod Selectmen's Association and the Executive Committee of the Cape Cod Planning and Economic Development Commission (CCPEDC). Staff planners from the Cape Cod Regional Planning Agency (CCPEDC) expanded on the process and met with the Cape Cod Home Builder's Association, the Board of Realtors, the Society of Professional Engineers and Land Surveyors, the Cape Cod Charter Boat Operators Association, and the individual town planning boards and boards of selectmen.

At the first set of meetings, occurring February-April 1975, CZM staff members introduced the CZM program, explained the CZM history and mandate, outlined a proposed planning process and described a program of citizen and community involvement. The first public meeting began a two-way communication process, as citizens' questions and statements gave the staff a sense of the issues, goals, problems and opinions of particular local concern. The first public meeting provided the opportunity for CZM or a regional planning agency under contract to CZM for public participation purposes, to begin organizing an on-going citizen participation effort.

In organizing the first series of meetings, Massachusett's CZM recognized geographic, social and political differences, and adjusted itsactivities accordingly. (A list of meeting dates, invitations, attendance, and sample press releases are collected in Exhibit D.)

The second series of public meetings occurred in November and December, 1975. The CZM staff looked for public assistance at the meeting in making decisions about state policy on outer continental shelf oil and gas development, alternative coastal zone management systems, critical areas (GAPC) and permissible use criteria. The CZM staff explained each of these subject areas at the public meetings, using slides, charts, maps and reports as visual aids.

--OCS: with the call for tract nominations concluded, many coastal communities expressed concern over the OCS issue. A slide presentation was prepared which explained OCS facilities and the needs for the three stages of OCS activity -- exploration, development, and production. Citizens were informed about criteria for siting exploratory facilities and planning for the potential on-shore and near-shore impacts of OCS development.

--Boundaries: the CZM staff presented ten alternative managment boundaries (plus combinations).

--Management: Five different options, ranging from coordinating existing authorities in the Executive Office of Environmental Affairs to writing new management legislation, were proposed at public meetings. The overwhelming majority of citizens supported improving the state system rather than introducing new legislation.

—Critical Areas and Permissible Use Criteria: Citizens helped evaluate whether the seven types of critical areas met the needs of coastal communities. The seven categories included economic opportunity areas (such as urban ports); scenic areas; hazardous areas; coastal ecosystems; non-living resource areas, recreational areas; and special areas where many coastal uses co-exist.

(In both sets of meetings, regional slides and maps were used to heighten the interest of the audience.)

The third series of public meetings has been scheduled for July-September 1977. This series of meetings will serve as "mini-hearings" on the CZM plan. The meetings will allow Citizen Advisory Committee members and the CZM staff to explain the CZM plan and collect comments from other citizens. The insights and observations made at this series of public meetings will be presented in writing at the federal EIS hearing on the CZM plan, thereby allowing greater representation at the hearing.

CZM recognized that public meetings have serious limitations however. The percentage of the population willing to attend evening public meetings is quite small, often a fraction of the population. A vocal and concerned minority attend public meetings. Often, the attendees have a specific issue or problem they want addressed. Public meetings are an important forum but do not necessarily reflect the true range and depth of public sentiment.

Originally, CZM staff members hoped to develop a constituency of informed citizens who would attend a series of public meetings. The staff desire was to minimize content redundancy from earlier meetings. But, roughly 50% of the audience changed from meeting to meeting, necessitating a general introduction and review at each meeting as well as a new agenda. The level of citizen interest and specificity of questions and comments varied widely at each meeting.

CITIZEN ADVISORY COMMITTEES

Following the second series of large public meetings, the CZM staff recognized the need for a small representative body of citizens and officials who would work monthly on the evolving CZM program. Seven advisory committees and an ad-hoc committee on Boston Harbor was formed. The Executive Committee of the Nantucket Planning and Economic Development Commission (NPEDC) and the members of the Martha's Vineyard Commission served as advisors to CZM completing the advisory structure.

Recognizing the geographic, social and political differences of each region, CAC membership varied. Generally, each advisory committee consisted of an appointee of the mayor or Board of Selectmen, as well as representatives of the major user-interest groups for the region. Each committee had about 20 formal members plus other interested citizens. The commerical fishing industry, marina operators,

real estate-development interests, coastal property owners, chambers of commerce, harbor and neighborhood associations, recreational boaters, swimmers, utility companies, conservation commissions and civic and environmental interests were represented.

Due to the complexity and large population of the greater Boston Harbor area, a special Ad Hoc committee of the Governor's Task Force was formed to review the Program Preview and the regional chapter. Committee representation included Massport, the Metropolitan Area Planning Council, the Boston Redevelopment Authority, the Boston Economic Development and Industrial Commission, the Boston Harbor Pollution Committee, the Boston Harbor Associates, the South Boston Neighborhood Association, the Conservation Commission of Quincy, the South Shore Chamber of Commerce, the legislative representative from Winthrop, boating and marina interests, the Sierra Club, the League of Women Voters, and several interested citizens and officials. The committee was chaired by a Task Force member who operates a business on the Boston waterfront and lives in Winthrop.

At the suggestion of the committee, the Boston Harbor regional chapter is being reviewed by a wide public including various units of government, community and neighborhood associations, and user and interest groups. More than 500 copies of the chapter have been distributed for public review. City, town and neighborhood meetings are under way.

The Advisory Committees accomplished a variety of tasks. Advisory Committee members worked with town officials and others to verify, correct and update CZM resource maps. Some correcting required on-site inspections; some came from town reports and studies, and personal knowledge. CAC members added much new information on maps concerning erosion and flooding areas, important view points, recreation opportunity areas, boat landings, and critical environmental resources (see sample map, Chatham, MA. Exhibit E). A Checklist for Reviewing CZM Maps and Charts was prepared to assist and guide CZM/CAC members in their work. (See Exhibit F for a copy.)

Once the information on the maps was verified, the staff of CZM and regional planning agencies conducted town-by-town meetings. At the meetings, CAC members, as well as local government representatives and other interested citizens identified important uses, activities and problems in the region, and set priorities for government activities to improve, enhance, restore or develop the region's resources. The CZM staff prepared a questionnaire entitled, Which are the most Important Coastal Resources in Your Community? to assist CAC members and other interested citizens in setting priorities. The questionnaire covered recreation resources, eroding and accreting areas, areas where erosion and recreation and/or scenic qualities coincide, scenic resources/coastal character, and marine resources. (See Exhibit G for a copy of the questionnaire.)

Citizen Advisory Committee members reviewed a staff planning paper on alternative management boundaries, and some CAC's used a boundary worksheet to evaluate eleven boundary alternatives, the

meaning of the boundary designation, and questions to consider in determining coastal zone boundaries. However, most committees decided to wait on making a boundary decision for their region until they had a better idea of the resources to be preserved and developed. (See Exhibit H for a copy of the Boundary Worksheet.)

A Management Systems Questionnaire was prepared to assist CAC members and local officials identify past management problems and evaluate alternatives for the future. Some of the questions sought to surface examples of past failures or inadequacies on the part of local or state government. Other questions concerned inter-community management issues, public involvement in management decisions, and future management options and needs. (See exhibit I for a copy of the questionnaire.) The questionnaire proved most effective at highlighting deficiencies in the existing management system. Copies of the survey were sent to all local governments. (The questionnaire was adapted for an issue of "Coast Lines" on management, and 5000 additional copies were eventually distributed.)

CAC's reviewed the CZM Program Preview for accuracy, adequacy and consistency in addressing issues they had raised. CZM policies were evaluated and improved. The review of the entire Preview took several months, many meetings, and countless hours of volunteer effort.

One of the most important tasks of this volunteer force of citizen planners was in helping prepare regional sections of the CZM plan. The regional sections describe the citizens' areas of concern and CZM's response to those concerns. The sections have a common structure: a description of the region, citizens perceptions, policy applications, map commentary, and a set of three-color maps. Many months of citizen work came together in the verbal and map commentary in the regional sections. Committees often met week-by-week for the two months prior to submission to complete their work.

ADDITIONAL NOTES ON THE CITIZEN

ADVISORY COMMITTEE STRUCTURE

The structure and operations of the CAC's varied from region to region. On Cape Cod, for example, each community formed a local CZM committee. One representative of the town sat on the Cape wide Citizen Advisory Committee. While none of the other regions had town CZM committees, CAC members did seek the advice of selectmen, mayors, conservation commission members, planning board members, and others.

For Cape Cod, southeastern Massachusetts, Martha's Vineyard and Nantucket, regional planning agencies were under contract to the Office of Environmental Affairs - CZM to direct public participation efforts, with the assistance and guidance of the CZM staff. CZM staff members conducted a public participation program for the remainder of the coastal zone. In a special arrangement with CZM, the Metropolitan Area Planning Council worked with CZM staff members in the participation program.

LOCAL GROWTH POLICY COMMITTEES

While CZM was establishing its Citizen Advisory Committees, the Office of State Planning began implementing state legislation calling for the establishment of Local Growth Policy Committees (LGPC). These committees had the task of establishing local priorities and desires for future town growth. The Office of State Planning prepared a questionnaire for use by local committees which structured responses and provided state wide uniformity of information. The CZM staff worked with the State Planning staff in preparing the questionnaire for town use. The information provided by local communities provided one additional level of input for the CZM program.

Rather than ask a series of coastal resource related questions in a state wide questionnaire, CZM prepared a Coastal Zone Management Supplement for coastal Local Growth Policy Committees. Many of the questions in the supplement paralleled the CZM Public Opinion Survey; others concerned management issues. By comparing the responses of the local committees, CZM had one more level and check on its survey and on community values. (See Exhibit J for copies of the Local Growth Policy Questionnaire and the CZM Supplement.)

Where possible, CAC members sat on Local Growth Policy Committees and vice versa. This ensured a two-way flow of communication between these mutually supportive public groupings. While their tasks differed widely, both groups shared the value of improving planning for the future.

CZM staff and Advisory group members attended some Growth Policy Committee public hearings. Some Growth Policy Committee members attended CZM workshops and large public meetings.

CZM staff members have read every coastal Local Growth Policy Committee Report and CZM Supplement.

PUBLIC OPINION SURVEY

Massachusetts CZM took its commitment to broad public participation directly to the people. While land use planning decisions are based in large part on factual data and scientific information, the decisions have their ultimate impact on the daily lives of the people who live with them. CZM solicited the thoughts and feelings of coastal citizens through public meetings, the Governor's Task Force, Citizen Advisory Committees, mailings and meetings with small groups. These avenues of public involvement guarantee a forum for organized groups, or for people with an issue, problem, or idea to discuss. Often, the citizens and officials who involve themselves in the CZM planning programs have a keen interest in coastal resource activities, development and government. But what about those people

who don't go to evening meetings or don't belong to any group, but make their livelihood along the shore or just enjoy an occasional day at the beach?, or people who use the resources of the coastal zone but live elsewhere in the state? How are their values and needs to be communicated to state officials, Task Force members, CAC members, and others? Identifying the concerns and desires of a cross section of the population is a difficult task. One proven method of identifying general public sentiment is careful public opinion surveying.

The results of a survey alone do not yield adequate public opinion to guide public policy development. Public opinion surveying, guaranteeing representation from all sectors of society, plus active public participation can yield the best possible measure of community attitudes.

The Massachusetts Coastal Zone Management survey was designed with the Survey Research Program of the University of Massachusetts and the joint center for Urban Studies of Harvard and MIT to provide CZM planners and any other interested groups with a reliable sense of the concerns and opinions of a cross-section of the people in each of the ten coastal regions. Face-to-face interviewing was selected for all but the Greater Boston Harbor region, as not only the most effective means of assuring a good response but also as a constructive catalyst for discussion of important coastal issues. Citizen volunteers, professionally trained in the process of non-directive questioning, formed the nucleus of CZM interviewers. In this way, the survey also provided interested citizens with a chance to become directly involved in coastal zone management and to contribute to the development of an informed and responsive planning program. On a more personal level, the interviewers had an opportunity to talk with new people, to learn about the process of public opinion surveying, and to take the pulse of their own community.

During the winter of 1975-1976, the CZM Public Opinion Survey on Coastal Issues was administered successfully to 945 randomly selected citizens in 81 cities and towns along the Massachusetts coast. 360 of these were obtained by mail from residents of the Greater Boston Harbor area in response to a questionnaire specifically tailored to the Boston Harbor region. The 585 other responses are the result of person-to-person interviewing by citizen volunteers, and supplemented by professional interviewers from the Survey Research Program, and by specially trained regional planning agency staff members.

The CZM staff, the Governor's Task Force, and Citizen Advisory Committee members reviewed the survey results which were used in preparing the citizens perceptions' section of each regional chapter. Survey data and analysis helped in the establishment of staff priorities and the formulation of CZM policies. Local officials and citizens learned more about their own communities from the survey and the CZM staff gained a better sense of the needs of coastal citizens. The survey results highlighted the differences among Massachusetts CZM's ten coastal regions.

See Exhibit K for a discussion of survey procedures and survey analysis. Blank survey copies and a survey Training Manual designed for volunteer interviewers are on file in the CZM office.

In summary, successful public participation requires a multiplicity of activities and organizations. No single group can represent the many audiences of coastal zone management. Each group must have a precise understanding of its role at the beginning of the planning process. Public participation is essentially a political process. Like the coastal resources themselves, the publics of CZM often have competing and conflicting demands. An effective public participation program facilitates discussion, compromise and amelioration of many conflicts. Simply stated, a better plan will evolve from this dynamic human process.

PUBLIC INFORMATION AND THE MASSACHUSETTS COASTAL ZONE MANAGEMENT PROGRAM

Education and the dissemination of public information are essential to successful public participation. The more solid information citizens have available, the better equipped they will be to make decisions. The Massachusetts CZM public information program provided timely and meaningful information to various publics.

CZM began its public information effort by establishing the goals of the information/education program: to educate, to facilitate public participation, and to generate support for the CZM program.

The many publics of Massachusetts CZM needed accurate information not only on CZM activities, but on general land and water use planning, on the marine environment, and on management issues. The CZM public information program provided the means for getting CZM reports, maps and studies to the public. It opened the way for two-way communication, and helped establish the network for taking the CZM program public.

Some people stay involved by staying informed. The CZM public information program allowed these people to follow the program's progress and to offer comments or become involved actively if they wished.

A successful educational program can also help to build a supportive political constituency. The overall goal of the education program was to inform citizens and not necessarily to change their opinions and values. CZM had to be seen as a neutral and reliable source of information. This statement on the role of public education helped to build credibility for CZM.

Defining an audience is the next step in information program development. CZM defined several audiences--active participants, passive participants, people who become involved during the final review process, and the existence of a majority of the population who will not become involved at all. The audiences or publics of the Massachusetts Coastal Zone Management program were either staff identified, self identified, or third party identified.

Intially, the staff identified publics it wished to communicate with, such as the Governor's Task Force on Coastal Resources, the state legislature, local officals on planning boards, conservation commissions, and boards of selectmen, mayors, associations and organizations with a coastal tie, such as marina operators, recreational boaters, fishermen, shellfishermen, harbormasters, people in the tourist and real estate industries, tugboat operators, and port-related personnel. Organized civic, commercial, recreation, industrial, trade and environmental groups were also included.

Specifically, names and addresses were collected from the mailing lists of the League of Women Voters, real estate boards, chambers of commerce, the Massachusetts Beach Buggy Association, environmental groups like the Sierra Club and the Association for the Preservation of Cape Cod, the MIT Sea Grant Program, neighborhood associations located in the coastal zone, and many more. Names and addresses of coastal residents who expressed past interest in state and federal planning programs, were added (e.g. State Department of Natural Resources, and the New England River Basins Commission-Southeast New England Study.)

Names and addresses from all these groups and organizations were collected, updated, and organized into an initial mailing list of 6000 names.

Other people become involved by attending CZM meetings, or by learning about CZM through displays, newspaper articles, brochures or by word of mouth. This group enlarged in size over time, and proved to be one of the most active and important audiences of Massachusetts CZM.

Third party identified groups included those people whose names were recommended by other participants in the CZM program. Quite often these people were community and government leaders important to the future success of CZM.

With a potential audience defined, the staff evaluated alternative mass communication techniques to meet CZM goals and the need of various publics. Each audience had different needs and demands. Brochures, direct mail, newsletters, radio and television public service announcements, radio public affairs programs, conferences, workshops, public meetings, press releases, stories for the specialized press and other newsletters, public displays, public opinion surveys, film, educational books and booklets, feature stories, technical and informational reports, and posters were among the tools used by CZM.

The first year CZM public information/education program had three goals: to facilitate and encourage public participation in CZM planning, to define and explain the CZM planning process, and to explain the meaning of coastal zone management. To meet this latter goal, educational materials defined CZM in terms of local issues. These issues included beach access, port redevelopment, harbor management, commercial fishing improvement, water quality, transportation planning, energy facility siting, OCS development and marine ecosystem protection.

Each subject was defined, the problem explored, and potential solutions were related to coastal zone management. A governmental program was thus conceptualized, humanized and localized.

The second year of CZM public information/education built upon the goals of the first year. The planning program grew more technical, and required increasing educational supports. Encouraging public participation continued, but public information activities expanded to include the preparation of educational tools, such as a citizen guide to planning, and a coastal ecosystems and resources book. The emphasis shifted from discussing the components of CZM to reassemblying the components into a cohesive whole. This culminated in the completion of the Massachusetts Coastal Zone Management Preview--A Preliminary Program for Public Review.

Massachusetts CZM used many educational techniques to meet its first and second year goals.

BROCHURES

Working with MIT Sea Grant Program, CZM prepared an introductory brochure on coastal zone management, entitled, The Massachusetts Coastline-Choice or Consequence. The brochure was designed to introduce the CZM program to Massachusetts citizens. It communicated information about the federal Coastal Zone Management Act of 1972, about the competing and conflicting uses along the fragile and finite Massachusetts coast, and it helped to define options for the future. The brochure also discussed alternative strategies for meeting future coastal demands, and included a description of the citizens' role in CZM planning.

The brochure included a preaddressed reply card. Between eleven and twelve per cent of the brochure recipients returned the cards. Eight thousand copies of the brochure were distributed.

The brochure mailing was accompanied by a cover letter inviting public participation in CZM planning. To reach a wider audience the brochure and a press release describing the CZM program were mailed to every newspaper, radio and television station in eastern Massachusetts. (See exhibit L for a copy of the brochure.)

NEWSLETTERS

In February, 1975, CZM began producing a bi-monthly newsletter, called Coast Lines. Coast Lines provided CZM with an avenue to inform citizens about program developments, public participation activities, and planning and management alternatives. As a journal of public participation Coast Lines facilitated citizen and community involvement in coastal land-use planning by putting different regions of the state in touch with one another on coastal zone issues. Readers had an opportunity to "meet" the staff at CZM, the Executive Office of Environmental Affairs, and the Governor's Task Force on Coastal Resources. Coast Lines encouraged two-way communication, too, by offering copies of CZM publications and an opportunity to respond

to questionnaires.

Coast Lines (and the CZM mailing list in general) helped CZM reach an important audience of self-defined, concerned and interested citizens. The regular readers of Coast Lines represented an on-going constituency of informed people. Every other month, Coast Lines reminded this group of CZM program developments; it kept the coastal zone name in the minds of its readers.

Back issues of Coast Lines were used as handouts at public meetings. Occasionally, daily and weekly newspapers printed Coast Lines stories as features, or wrote editorials in response to a Coast Lines piece. The mailing list for the newsletter grew in size from the intial 2500 to 5500 over the two years of active public participation.

The first two issues of the newsletter dealt primarily with public participation information. Names and addresses of local contact people, dates for public meetings, and information about CZM planning methodology, staff structure, and the citizens's role in CZM planning made up the content.

The third, fourth and fifth issues explored political and planning issues. One issue explained OCS oil and gas exploration and development, the federal administrative process leading up to a lease sale, and the state's perspective and developing policy on OCS. The content of another issue explored land use change over time, and included three maps covering the entire Massachusetts shoreline showing land-use changes between 1951 and 1971. The story helped to explain how the maps would be used in CZM planning. One issue of Coast Lines described the problem of increasing recreational access to the Massachusetts coast.

Other issues covered continuing public participating activities and offshore oil and gas development updates. One issue covered CZM's second series of public meetings, while another explored Massachusetts commercial fishing and the 200 mile fisheries zone. In another issue, the question of "management," the way a plan gets implemented, was dissected. This copy of Coast Lines included a questionnaire for citizens to fill out and return to CZM, expressing their needs and concerns, and past history of working under the existing state - local management system.

Continuing the management theme, another issue looked at the evolution and authority of the Martha's Vineyard Commission. An extended issue of Coast Lines served as a summary of the Massachusetts Coastal Zone Management Preview-a Preliminary Program for Public Review. Prepared as a twelve page newspaper tabloid, this issue of Coast Line followed the Program Preview chapter-by-chapter, and ended with a series of questions and answers on Massachusetts Coastal Zone Management. Ten-thousand copies of the Preview Summary were distributed. (See Exhibit M for copies of Coast Lines.)

PRESS RELEASES

CZM issued press releases before and after every public meeting and many citizen advisory committee meetings, following the approval of each annual grant application, and each time the CZM program/staff was involved in potential news stories such as a state action tied to the 200 mile fisheries zone or OCS leasing. This visibility helped to establish CZM program credibility and helped draw people into CZM public participation activities. News releases helped to keep CZM public and visible.

Radio and television stations used CZM meeting announcement releases as public service spots. Often, CZM press releases led to feature stories, editiorials, and half-hour public affairs broadcast programming. (See exhibit N for sample press releases and public service announcements.)

RADIO AND TELEVISION

People get the majority of their news and information from television and radio. However, the competition for television time is severe, especially in major market areas like Boston.

On Nantucket Island, the local cable television station supported CZM public meetings. The CZM director was featured on the local evening news broadcast on the day of the meeting. Advertisements for the CZM meeting appeared throughout the day of the meeting on the television station. During the winter months, Massachusetts CZM public meetings attracted 1% of the population of Nantucket to its meetings, and captured another percentage of the island's population through television coverage.

The television station covering southeastern Massachusetts, WTEV-channel 6 New Bedford-Providence, covered CZM public meetings in the Buzzards Bay area and occasionally on Cape Cod. Channel 6 covered most CZM news conferences and media events taking place in Boston.

The Boston televison stations carried CZM public service spot announcements on CZM public meetings in the greater Boston area. These stations covered major CZM or CZM related news events such as the swearing in of the Governor's Task Force on Coastal Resources, the public presentation of the Program Preview, state actions concerning the wreck of the Argo Merchant off Nantucket Island, and major state actions concerning the 200 mile extended fisheries jurisdiction or OCS oil and gas related issues and events. On these occasions, the CZM name and story was brought before the public.

CZM also used radio broadcasts to reach coastal residents. Prior to each of the two general series of CZM public meetings, the director and/or the public information officer of CZM appeared on a series of public affairs broadcasts. They were generally half hour public affairs programs. The subject matter of the prerecorded program ranged from public participation to specific coastal issues. Such Boston stations as WGBH-FM, WEEI-AM-FM, WERS-FM, and WCOZ-FM broad-

cast programs on CZM.

Non-Boston stations often covered CZM public meetings and interviewed CZM staff members. When time allowed, studio interviews or CZM related programs were arranged with radio stations on Cape Cod, Martha's Vineyard, north and south of Boston, and along Buzzards Bay.

(A third series of radio public affairs programs will occur prior to CZM's third set of public meetings on the CZM plan.)

The Specialized Press and Newsletters

Massachusetts CZM took an aggressive stance in seeking out potential audiences for its messages. One manifestation of the complexity of American life is the existence of many thousands of organizations--professional, civic, recreation, education, scientific, political, etc. Each organization has its own system for communicating information and ideas. One way to tap into this information system is to use the newspapers, newsletters and the other publications of organized groups. Specific audiences and subjects can be targeted and reached. Over the past two years, articles on the Massachusetts Coastal Zone Management program have appeared in the newsletters of the Massachusetts Association of Conservation Commissions, the Massachusetts League of Cities and Towns, the League of Women Voters, the Sierra Club, the Massachusetts Environmental Monitor, the EPA Environment Report, the New England Council, and various neighborhood association and Chamber of Commerce publications. Articles on Massachusetts CZM have appeared in weekly shopper newspapers as well. The specialized press, especially boating and sailing magazines and newsletters like New England Offshore and Sailing, have reported on Massachusetts CZM program development.

The use of the specialized press allowed CZM to address an audience with specific needs. The planning and architectural communities have been reached through regional newsletters, and regional and national magazines such as Land Use Planning Report. A lengthy planning magazine article on Massachusetts CZM has been prepared for Practicing Planner, the journal of American Institute of Planners. The Nautilus Press Coastal Zone Management Newsletter carries occasional pieces on Massachusetts CZM, keeping other state and federal interests informed on activities here. In addition, every organization newsletter editor with a potential interest in CZM related activities receives Coast Lines.

The use of the specialized press is an important ingredient in an overall information/education program. Newsletters reach a small but interested audience. An organization newsletter has high credibility and high readership among it's audience. In a world of competing messages, there is a greater likelihood that a piece will be read in the specialized press. (See exhibit O for sample stories from the specialized press).

PUBLIC MEETINGS

While already addressed in the public participation part of this appendix, public meetings meet an informational need, and serve as a

catalyst for media coverage.

Calling a public meeting guarantees press coverage prior to the event. Reporters will often cover the meeting, or use a prepared press release to write a follow-up story about CZM's efforts. Massachusetts CZM found weekly community newspapers more open to continuous and longer stories than daily newspapers. However, both formats carried meeting announcements and followup pieces. Public meetings provided an opportunity for radio and television public service announcements (PSA's). The high visibility of the CZM name in the minds of editors and news directors facilitated the coverage of CZM issues.

Besides public meetings, CZM held or attended literally hundreds of other public gatherings. The CZM staff accepted requests for public speakers and often sought invitations to speak before specific audiences. Like targeting messages for the specialized press, specific and desired audiences can be reached in person through conferences, workshops, speaking engagements and meetings. The entire CZM staff participated in these meetings, often coordinated by the public information staff.

In the past year, CZM staff members helped organize and run four workshops. The Coastal Review Center conducted a workshop on structural and non-structural solutions to erosion and flood control problems in coastal areas. Workshops on various aspects of outercontinental shelf oil and gas exploration and development have been held in southeastern Massachusetts, Cape Cod, Martha's Vineyard and Nantucket. A workshop on oil spill clean up techniques and liability and a seminar on erosion problems on Martha's Vineyard were organized by the CZM staff. Many times new audiences came together to share ideas and information with the CZM staff.

Each year, the Massachusetts League of Women Voters hold a "Fall Meeting" to set a work program for the year and evaluate current issues. Massachusetts CZM information staff members have addressed the fall meeting for the past two years. Under a grant from the Massachusetts Council for the Humanities and Public Policy, the state League has conducted a series of workshops on growth and land use issues this year. CZM staff members attended each of these seminars. CZM was a subject at each one. A member of a Task Force committee gave a CZM talk at the southeastern Massachusetts meeting. A CZM staff member spoke at the north shore meeting. CZM staff members gave one of three keynote addresses at the greater Boston Harbor meeting. Another member of a CZM Task Force committee organized the Cape Cod meeting. In both the fall meetings and the workshop series, a group of concerned and intelligent people gathered to address pressing political and social issues, and CZM was present.

It is difficult to recount all the individual groups addressed during the CZM planning period. However, representative groups included: The Boston Harbor Associates, Boston Harbor Pollution Committee, the South Shore Chamber of Commerce, the Cape Cod Chamber of Commerce, the Boston University School of Law, various classes at the Harvard Graduate School of Design and the Graduate School of Public Administration, the Barnstable County Selectmen's Association,

various real estate boards, beginning with the Cape Cod Board of Realtors, the greater Boston Chamber of Commerce, The Executive Committees of the Cape Cod Planning and Economic Development Commission, the Nantucket Planning and Economic Development Commission, the Southeastern Regional Planning and Economic Development District, the Martha's Vineyard Commission, the Massachusetts Marine Trades Association, the New England Regional Council, the Lt. Governor's 200 Mile Fisheries Workgroups, the Governor's Development Cabinet, the Boston Redevelopment Authority, the Sierra Club, Massachusetts Audubon Society, the Marblehead Garden Club, the National Secretaries Association, the Charter Boat Operators Association, the Associated General Contractors of Massachusetts executive directors, the Martha's Vineyard Shellfish Constables Association, the Massachusetts League of Cities and Towns, and the Massachusetts Association of Conservation Commissions.

Prior to formal submission of its plan to the U.S. Department of Commerce, CZM held a workshop for Task Force members, Task Force committee members, Citizen Advisory Committee members, and other interested citizens to review the individual segments of the plan.

In each public appearance, CZM opened lines of communication, established credibility for coastal zone management and passed on important information and ideas. It was important for CZM to seek out organized groups and address their immediate needs and concerns. In every public forum, CZM invited the audience to join the public participation effort under way, and to lend their experience and knowledge to insure a viable CZM plan.

DIRECT MAIL

At each public gathering and workshop, CZM collected the names and addresses of people who wanted continuing information on the CZM program. Over an eighteen month period, the refined CZM mailing list grew from 2500 to 5500 names. This list represented a wide variety of interests, needs, organizations and concerns.

To attract large numbers of people to CZM public meetings, personal invitations were sent region-by-region to the people on CZM's mailing list. This technique proved more effective than newspaper stories and radio and television spot announcements at getting people to attend meetings. The letters represented a personal human touch, and insured that at a minimum, this important audience of CZM would know about CZM meetings and related workshops.

In addition, each mass mailing of CZM reports, booklets, and brochures included a direct mail cover letter. The letters personalized the publication and invited further comment and participation. (See exhibit P for sample direct mail pieces.)

STAFF REPORTS AND MAJOR PUBLICATIONS

Throughout the CZM planning period, a variety of reports, studies, fact sheets and special publications have been prepared. All CZM materials are public. Six months into the planning program, a report

entitled, Massachusetts Coastal Zone Management: A Program in Progress was prepared. Over a thousand copies were distributed to citizens and officials interested in the early development of CZM in the Bay State. This twenty-three page paper covered the planning program, the Coastal Review Center, and the public participation and education program of CZM. (See exhibit Q for a copy.)

The success of this early publication convinced the CZM staff to develop a Massachusetts Citizen's Handbook for Coastal Zone Management Planning -- Living by the Sea. If citizens were going to do all that we planned to ask of them throughout the development of the CZM plan, they would need information and guidance. Living by the Sea introduced citizens to the CZM program, described the program's goals and objectives and potential roles and activities for participants in CZM planning. The publication explained how maps would be used by both citizens and planners. The book described the major areas for planning work and public value setting and decision making. Included were discussions on alternative CZM boundaries, natural and economic resources of critical concern (general areas of particular concern) the uses of the coast (priority setting), and management options to move from planning to action. Living by the Sea appendices included a glossary of coastal terms, a background piece and description of the federal Coastal Zone Management Act of 1972, a story on the CZM Coastal Review Center, the names of the members of the Governor's Task Force on Coastal Resources, and the names and addresses of regional planning agency staff people under contract to CZM for public participation work.

For over 5000 readers, this comprehensive booklet reaffirmed CZM's commitment to public participation. Citizens had received a hands-on tool to facilitate their work. (See exhibit R for a copy of Living By the Sea.)

Living By the Sea had a sister publication entitled Ecosystems and Resources of the Massachusetts Coast. Prepared by the Institute for Man and Environment at the University of Massachusetts at Amherst, and edited and reviewed by the CZM staff, Ecosystems met the vital need of having a single source publication describe the wealth and diversity of the natural systems of the Massachusetts coast, the inter-related and fragile nature of coastal ecosystems, and establish the educational base for decision making.

Ecosystems had four main subject areas: the geology of the Massachusetts coast, the living systems of the coast, coastal resources and their cultural uses, and future planning and research for coastal zone management. Following a description of such living systems as salt marshes, sand dunes, sand beaches, rocky shores, eelgrass beds, salt ponds, barrier beaches and islands, and estuaries, were a set of regional maps depicting the resources and ecosystems of the Massachusetts coast. Sandy beaches, rocky shores, salt marshes, tidal flats, salt ponds, barrier beaches, esturaries, and dune environments or maritime forests were mapped, and utilities, water-related structures, institutional waterfront uses, commercial/transportation activities, marinas, and fishing ports identified on the maps.

Like Living By the Sea, Ecosystems proved to citizens CZM's commitment to inform and educate in order to further public participation goals. For citizens and officials who swim, boat or walk the Massachusetts coast, Ecosystems helped to explain and describe what they saw, and helped describe the relationship between man and other living things. Ecosystems proved very popular as a learning aid for teachers and students. (See exhibit S for a copy of Ecosystems.)

Other CZM reports met other vital informational needs. The planning staff produced a continuing informational series called Survey of Uses. The uses evaluated in the individual reports included housing, commercial activities, major industrial uses of the coast, argiculture and aquaculture, commercial fisheries, water-borne transportation, institutional and military uses of the coast, utility use of the coast, and recreation. Overall, the Survey helped suggest priority uses in the coastal zone and permissible uses for critical resource areas.

Other reports covered deep water port needs, and refinery needs in Massachusetts. A large number of reports and public documents were prepared on various aspects of the onshore, near shore, and offshore aspects of outer continental shelf oil and gas exploration and development. OCS Development and Massachusetts: A Preliminary Assessment received wide-distribution and acclaim. Facts about Offshore Oil and Gas Development on Georges Bank, and OCS Update were two reports written for the public; hundreds of each publication were distributed.

Major state actions written up as reports were widely distributed. Massachusetts's review of the draft Environmental Impact Statement for North Atlantic Lease Sale #42, and the state response to the Call for Nominations for the Mid-Atlantic Lease Sale #49, represent just two such CZM efforts.

A thousand colored copies of An Atlas of Resources on Georges Bank and Nantucket Shoals have been distributed in the past year, as a part of a citizen publication on Georges Bank OCS activities.

To meet a pressing need for public information on the onshore impacts of OCS development, CZM and the Office of State Planning initiated a technical assistance manual series. The first report, Heliports, covered heliport siting needs. The second report in the series, Offshore Oil Development: Implications for Massachusetts Communities, covered a wide gamut of OCS-related activities. The booklet covered the administrative procedures leading up to a lease sale, federal safety activities during leasing, the three phases of petroleum development - exploration, development and production - and the potential impacts of OCS development. The text evaluated the oil facilities related to offshore development and the impacts of oil-related development on communities. The copy explored potential conflicts between the fishing and oil industries, and the issues surrounding oil spills and OCS development. The book offered direct assistance to communities wishing to manage new growth from OCS activities. A glossary defined OCS-related terms, and an appendix suggested state and local

powers that might apply to OCS-related development.

Over 500 copies of a CZM planning paper on Alternative Management Boundaries were distributed. The paper explained ten different boundary possibilities, and served as a guide for citizens interested in the subject and making boundary decisions for the region.

As the management program progressed, the CZM staff published two papers on the role and responsibility of various agencies and departments within the Executive Office of Environmental Affairs. A thousand copies of a paper on the overall operations of the executive agency were distributed. Some five hundred copies of a paper detailing agencies and their functions and responsibilities were distributed.

Hundreds of copies of Massachusetts' three past applications for Section 305 funding under P.L. 92-583 have been distributed upon request.

The Coastal Review Center, the action arm of the CZM program, has prepared many reports evaluating coastal problems along the Massachusetts shore. The CRC prepared a major study on dredging called Review of Dredge and Spoil Disposal Practices in Massachusetts, and distributed some 500 copies. This report evaluated dredging techniques, and the problems faced in the disposal of spoil in the state. Responding to proposals for spoil dumping at Brown's Ledge off Southeastern Massachusetts, the CRC prepared a report, "Fall River Harbor Improvement Dredging Project and Fall River and Providence River Harbors Dredging Actions with Ocean Disposal at Brown's Ledge," evaluating alternatives to the Brown's Ledge ocean dumping site.

The CRC prepared a report entitled, "Final Position Paper on Proposed Sewering of Humarock Beach in Scituate," establishing CZM's position on sewering this barrier beach, with recommendations.

Based on another local project, the CRC produced "A Report on the Army Corp of Engineers final Environmental Impact Statement for the Proposed Cee-Jay Pier and Marina in Provincetown, Mass."

The Coastal Review Center played a major role in helping to establish state policy on pressing issues. The CRC prepared a study, "A Massachusetts Report on Oil Spill Prevention and Response--the Legal, Administrative, Technical, and Regulatory Aspects", for use by federal and state government. Earlier, the CRC had produced a report, "Preliminary Draft Report on Oil Spills and Liability."

In most cases, though technical, the CRC studies were read by local, federal, regional, and state officials; and interested citizens in each problem area. Like the CRC itself, CRC reports represent state CZM response to local problems. CRC reports are covered by the press, and validate CZM-community interaction and response. (See Exhibit T for sample staff reports and special publications.)

As previously mentioned, Massachusetts CZM prepared and distributed 1500 copies of the Massachusetts Coastal Zone Management Preview--A Preliminary Program for Public Review, and 10,000 copies of a preview summary.

To better understand the state's environmental regulatory activities and administrative structure, CZM worked with the Department of Environmental Quality Engineering (DEQE) to prepare and Environmental Engineering Directory, as a guide to the programs and activities of this agency. A thousand copies of the Directory have been distributed to business leaders, town clerks, union leaders, and various government agencies. An additional five thousand copies will be printed during the Spring 1977. The Directory outlines the step-by-step procedures for DEQE permit reviews, and includes a description of the decentralized and streamlined permitting process. Massachusetts' CZM effort relies in part on the authorities vested in DEQE. Distributing the Directory helped to facilitate CZM program implementation with all those involved in the state's environmental regulatory activities. (See exhibit U for a copy of the Environmental Engineering Directory.)

PUBLIC DISPLAYS

Meeting people in their own environment and capturing their imagination and interest is an important aspect of any public information program. Public displays help to attract and inform citizens. A single display can be viewed by thousands of people. If a return card or other feedback mechanism is included with the display, viewers can ask for more information about the program or public participation. For the essential goal of informing citizens about the existence and substance of the CZM program at a low cost per thousand viewers, displays in public places are an effective communications medium.

CZM constructed two different series of displays, one for the first year content of the program and one for the second. A separate display on offshore oil and gas development was prepared, as well as a general descriptive display on the CZM program for use at meetings, conferences and other short term gatherings. (A third series of displays will be built to describe the CZM plan.)

CZM's first display introduced the program and its issues. Standing about seven feet tall, the free standing display had ten viewing sides. Consistent with the first year theme of localizing CZM issues, the display elaborated on OCS development, beach access, commercial fishing, recreation, harbor management, the marine environment, and energy facilities siting. One panel introduced coastal zone management, and another described CZM public participation and included a pre-addressed reply card for those requesting more information. Four separate displays were constructed. The names of local people to contact for public participation purposes varied with the displays for different CZM regions.

The displays were exhibited in public places such as the Liberty Tree Mall, the North Shore Mall, the Hanover Mall, the Dartmouth Mall, the Cape Cod Mall, the Prudential Building in Boston, the State House, the Woods Hole Oceanographic Institution lobby, the Hyannis Public Library, the Boston Hynes Auditorium Sportsmen and Camping

Show, in the offices of regional planning agencies, some town halls and other coastal library centers.

The second series of displays paralleled local Citizen Advisory Committee activities, and informed citizens of CAC work. Three displays were built, one for Cape Ann - Ipswich Bay, one for the lower north shore, and one for the south shore. Each free standing display had three two-sided panels formed in a star shape. The content of the displays concerned critical areas designation.

The panels described the CZM program; the need to designate critical areas and the CAC role in this process; and the critical categories of erosion prone, recreation, visual areas. Also included were local photographs and a map of the area identifying potential critical areas and a reply card for those seeking more information.

The displays stood in public places like the Hanover Mall, the Gloucester town library, the Newburyport YMCA and other town halls and libraries.

FILM

On numerous occasions, CZM showed the NOAA-OCZM film, It's Your Coast to groups of citizens and/or officials. While not meeting the specific needs of Massachusetts, the film often triggered discussion among audiences trying to learn more about CZM. The CAC's on Cape Cod, Plymouth Bay, and Greater Boston Harbor viewed the film. Various Rotary Clubs, garden clubs and other civic organizations saw the film as well. The state League of Women Voters showed the film to an audience of 150 at a CZM land use conference in Boston. The film served as a good graphic introduction to coastal zone management, spurred discussions, and allowed Massachusetts CZM staff to localize the film to the Bay State.

POSTERS

A poster was prepared prior to the first set of public meetings to announce the time and location of the meetings. The posters were placed in town halls, libraries, institutions, and store windows, and informed or reminded citizens of CZM meetings. The posters worked most effectively in rural areas, most notably on Cape Cod, Martha's Vineyard and Nantucket.

(A second poster will be prepared to announce the third series of public meetings in the summer 1977.)

CONCLUSION

The public information and education efforts of the Massachusetts Coastal Zone Management program were designed to prevent communication problems by providing accurate information to many different audiences. The public information efforts were tied to the planning and participation program and were directed at building public knowledge and involvement. Many techniques were used; many thousands of citizens and officials were reached. In turn, citizens shared their knowledge and experience with CZM and helped ensure a successful and fruitful CZM

planning program. Improving the CZM plan was the goal of the myriad information/education/participation projects and activities.

PUBLIC PARTICIPATION/INFORMATION APPENDIX: EXHIBITS

A List of Task Force Members

B Dates of Task Force Meetings

C List of Task Force Committees Membership

D List of Meeting Dates, Invitations, Attendance and Sample Press Releases

E *Sample Map of Chatham, Massachusetts

F *Checklist for Reviewing CZM Maps and Charts

G *"Which Are the Most Important Coastal Resources in Your Community?"

H *Boundary Worksheet

I *Management Systems Questionnaire

J *Local Growth Policy Questionnaire

K Survey Procedures, Survey Analysis, Blank Survey Copies and a Survey Training Manual Designed for Volunteer Interviewers

L *"Massachusetts Coastline-Choice or Consequence?"

M *Coast Lines

N *Sample Press Releases and Public Service Announcements (See also Exhibit D)

O *Sample Stories from the Specialized Press

P *Sample Direct Mail Pieces

Q *"Mass. Coastal Zone Management: A Program In Progress"

R *Living By The Sea

S *Ecosystems and Resources Of The Massachusetts Coast

T *Staff Reports and Special Publications

U *Environmental Engineering Directory

*on file in the CZM Office

EXHIBIT A

GOVERNOR'S TASK FORCE ON COASTAL RESOURCES

Thomas B. Arnold, Esq.
Attorney

George B. Bailey
Exec. Committee, MAPC

Nicola Barletta
Mass. League of Cities & Towns

Dr. Leo Beranek
President, WCVB-TV

Garen Bresnick
Mass. Homebuilders Assoc.

John Buckley, NE Petroleum
Development Co., Inc.

Senator William Bulger
(D-Boston)

Earle Carter, New Bedford
Property Conservation Dept.

John Devanney
MIT Sea Grant

Charles Downe
Charles Downe Assoc.

Rep. Richard Dwinell
(D-Millbury)

Mrs. Barbara Fegan
Wellfleet, Massachusetts

Joseph S. Fitzpatrick
Greater Boston Chamber of
Commerce

William Flynn, Secretary
Exec. Office of Communities
& Development

Omer Godin
Mass. Beach Buggy Assoc.

Frank Gregg, Chairman
N.E. River Basins Comm.

Philip Herr
Philip Herr Assoc.

James Howell
First National Bank
of Boston

Frank Keefe, Director
Office of State Planning

Rep. Richard Kendall
(D-Falmouth)

Roberta Leary
League of Women Voters
Land Use Committee

Frank Lee
Boston Edison

Rep. Garreth Lynch
(D-Westfield)

Joseph Magaldi, Secretary
Mass. Fed. of Planning
Boards

Byron Matthews, Mayor
City of Newburyport

Dr. George Mathiessen
Marine Research, Inc.

Kelly McClintock
Conservation Law Foundation

Senator Alan R. McKinnon
(D-Weymouth)

Dr. Norton Nickerson
Pres., Mass. Assoc. of
Conservation Comm.

Richard Paine
Barnstable County
Selectmens Assoc.

Richard Preston, AIDC
Education Foundation

EXHIBIT A (cont.)

Leo Rabinowitz
Winthrop, MA.

Martha Reardon
South Shore Chamber of
Commerce

Senator William Saltonstall
(R-Manchester)

Fred Salvucci, Secretary
Exec. Office of Transportation & Construction

Howard Smith, Secretary
Exec. Office of Manpower
Affairs

Christine Sullivan
Exec. Office of Consumer
Affairs

Harold P. Swain
New England Fisheries
Steering Committee

Rep. Henry Walker
(R-Salisbury)

Phillip Ziegler
Boston Harbor Assoc.